

**CITY OF MILWAUKIE
CITY COUNCIL WORK SESSION
MARCH 5, 1996**

Mayor Lomnicki called the work session to order at 4:00 p.m. in the second floor conference room in City Hall.

Present were Councilmembers Farley, Schreiber, Kappa, and Trotter; Planning Commissioners Carolyn Tomei, Scott McClure, Mike Smith, Deb Linn, and Cal Walter; City Manager Dan Bartlett; Assistant to the City Manager Charlene Richards; Community Development Director Maggie Collins; Public Works Director Dave Wheaton; and City Engineer Greg Drechsler.

Information Sharing

Mayor Lomnicki discussed work session starting times. City Council determined the meetings would start promptly, and the sessions would start at 4:00 p.m. only if staff needed the time for presentations.

RUGGO and Regional Framework Plan

Councilmember Schreiber commented this process was moving quickly through Metro and expressed some concern that the City of Milwaukie would be asked for an official response. Many jurisdictions have already prepared their comments. She felt it was appropriate for the Council to have a discussion about implementing these interim issues. Collins is working with the technical committee and is quite able to monitor that activity. Her main concern was that the City Council needed to be aware of the timeframes before the issues contained in the 2040 implementation plan went to the public.

Councilmember Farley agreed Council needed an update.

Councilmember Kappa referred to page 9 -- *Possible Local Measures*. If these measures were implemented, would Milwaukie have to begin rezoning?

Councilmember Schreiber responded these are broad, general measures for the interim. Once Metro goes out to the public with these measures, citizens will probably become concerned.

Councilmember Kappa referred to page 2, Measure 2 -- Change zoning text to provide for mixed-uses and compact urban designs in station areas, regional and town centers, main streets and corridors. Does this mean the City of Milwaukie will have to speed up its regional center and riverfront processes?

Councilmember Schreiber replied she did not know how this implementation corresponded to Milwaukie's timelines.

Bartlett said Measure 2 is covered by TGM and other planning grants. All of this will come before the Council in about 18 months during the periodic review process. The submittal date for the periodic review could be as late as 2000.

Councilmember Trotter pointed out the reference on page one regarding compliance with the Overarching Regional Measure in fall 1997. He asked how this related to previous comments.

Bartlett said a show of compliance by cities and counties is recommended. Milwaukie's current R-3 zone will allow the city to meet most of the requirements. Metro has no "hammer" until the jurisdictions go into periodic review which is the legal compliance piece. The city's grants and other activities move us forward. While Milwaukie is not as far ahead as Gresham, the TGM grant will help evaluate mixed use and parking ratios.

Councilmember Schreiber said she was more concerned about the community information issue than the technical issues. She felt Council should have a thorough understanding in order to work with the regional measures effectively. The main issue with parking, for example, is new construction. Will the footprint be reduced by building up or down and how will this be translated to the big developers?

Councilmember Farley said he thought it was better to have one large shopping area with plenty of parking space.

Councilmember Schreiber discussed the layout of the Milwaukie MarketPlace with centralized parking for all of the businesses. Many cities do not see the DEQ requirements as stringent enough. Others feel there should be a maximum -- not a minimum -- number of parking spaces. There is no jurisdiction in the Metro region that wants to accept large businesses like Walmart or Home Depot with their large parking areas. Another important element is the proximity to public transportation such as a transit center or a light rail station.

Councilmember Trotter said it seemed there needs to be some work done on these issues this year. He suggested joint work sessions with the Planning Commission to save staff time and bring all parties up to date on the issues. Knowledgeable responses to the Neighborhood District Associations seem imperative.

Councilmember Schreiber commented nothing in the document appeared to her as a threat to the City of Milwaukie.

Mayor Lomnicki discussed a group in which he participated that considered parking ratios. He agreed with Schreiber's comments about there being a more appropriate use of land than building "big boxes" with a lot of parking. Financial institutions want retail stores to have enough parking spaces so that everyone can find a place to park.

Councilmember Kappa said light rail and other kinds of mass transportation should change this type of thinking.

Mayor Lomnicki commented new construction on 82nd Avenue certainly is not pedestrian friendly.

Councilmember Schreiber pointed out affordable housing will be another issue.

Councilmember Kappa commented Milwaukie is not an inexpensive place to buy a house for the first time home buyer.

Bartlett suggested a work session on the TGM Regional Center program. He added the grant was awarded to demonstrate how a community could painlessly meet regional framework plans. He recommended the fourth Tuesday of the month as the date for a joint work session and for the Regional Center Steering Committee meetings.

In closing, **Councilmember Schreiber** said Milwaukie is designated a regional center, and the Council needs to keep up with the information flow.

Surface Water Update

Drechsler presented the staff report which briefed the City Council on the current status of surface water master planning. A public meeting is scheduled for March 25, 1996, and he recommended a work session on March 19, 1996, with the consultant to provide the City Council with the most up-to-date information prior to the public meeting.

He reviewed the history leading to the Kellogg/Mt. Scott Creek planning efforts. The need to update the master plan in both areas of quantity and quality was identified. After forming the storm water utility two years ago, Milwaukie looked outside its boundaries to understand how activities in Happy Valley and Clackamas County impact our community. Any development taking place upstream will send more storm water into the system. The purpose of the study is to identify improvements that can be made along the various portions of Kellogg and Mt. Scott Creeks.

Councilmember Farley asked how the right-of-way will be obtained. **Drechsler** said various portions of the creeks are under private ownership, and the three

jurisdictions will have to coordinate with property owners. This type of question will be answered at the implementation level.

Drechsler indicated the master plan requires the consultant to provide three primary alternatives. The first issue is how to improve water conveyance and the second is improving water quality before it goes into the river or stream. He discussed the use of a detention facility while releasing the water at an established rate. This would reduce the amount of water going into the lower reaches of Kellogg Creek. One possible site for the detention pond would be the radio tower site off I-205 to protect some of the industrial, commercial, and railroad properties. The concept is to slow the water upstream to lessen flooding impact downstream.

Councilmember Kappa indicated there are plans to restock the creek, and he asked if the habitat would be impacted by re-channeling.

Drechsler responded that one consultant firm is focusing on the biological aspects of the streams. Environmental impacts have not been excluded from the study. This is a cooperative, multi-jurisdictional effort to find ways to stop or detain water and then release it at intervals.

Councilmember Farley asked if side wells could be used to slow down the water. **Drechsler** responded the quantity of water involved does not lend itself to the use of drywells. The concept is to stop surges at various stages along the creek to lessen the impact downstream. If water is detained at the upper headwaters, the conveyance or piping system below could be a smaller size.

Councilmember Kappa asked the extent of Happy Valley's stewardship. **Drechsler** said the three entities are committed to working together. He pointed out the bowl area in Milwaukie and discussed its significance. It will be important to find out the impact and level of risk dry wells will have on the domestic water supply.

Councilmember Farley asked if pressurized gates are feasible. **Drechsler** indicated orifices would release water at a certain rate which would vary with the headwater amount.

Drechsler said he would have mapping of the three alternatives and a table of costs at the next work session. The objective will be to present information and get input from the City Council for the public meeting on March 25. Final adoption is tentatively scheduled for September or October 1996.

Councilmember Kappa asked if projects being planned for Johnson Creek would be affected. **Drechsler** indicated part of the study direction is to consider impacts on quality and quantity of the streams, so projects planned for Johnson Creek would not be impacted. Information has been in both Milwaukie and

Happy Valley city newsletters, and *The Review* and *The Oregonian* will carry public service announcements. Staff is anticipating a lot of interest due to the February floods.

Planning Commission -- Board & Commission Review Project & Tree Ordinance

Collins reviewed the proposed changes to both the Planning Commission and general board and commission ordinances. She pointed out the language regarding board and commission support of the City's mission and goals.

Smith asked for clarification of term expiration. **Collins** replied all terms would expire at the same time each year, but the terms would be staggered so not all would expire in the same year.

Tomei asked when officers would be elected. **Collins** responded if appointments were made in April, officers would be elected at the next scheduled commission meeting.

The Planning Commissioners agreed with the general ordinance as written.

Collins discussed the ordinance which applied specifically to the Planning Commission regarding its statutory role and City Council assignments. Sections A, B, and I were specifically developed for the City of Milwaukie by the Planning Commission and approved by the City Council. The elements of Section D are addressed by the Planning Commission as they come before the group. She added D.3, for example, is important in the development of a regional center plan.

Tomei said the commission now seems to simply react. **Collins** commented, if Milwaukie had a City Council that was "going the way of neglect," then the Planning Commission would be allowed to make corrections.

Councilmember Schreiber added the City Vision and City Council Goals give direction.

Smith suggested the Planning Commission could be more proactive if it addressed the items contained in the ordinance during work sessions.

Collins said the items in D are the more traditional Planning Commission powers. The question is how strongly or independently can the commission work within these traditional guidelines.

Tomei urged frequent joint work sessions between the Planning Commission and City Council to maintain feedback on projects and assignments.

McClure said the Planning Commission feels it has been “on hold.” The commissioners look at their role as active rather than simply administering.

It was moved by McClure and seconded by Scott to accept both ordinances as written. Motion passed unanimously.

Planning Commission 1995 - 1996 Work Program and Tree Committee

Collins reviewed the 1995 - 1996 Planning Commission goals beginning on page 4 of the staff report. The Planning Commissioners were available to discuss and answer any questions and to seek direction on their work plan.

Councilmember Schreiber asked the Planning Commissioners if they saw any City Council expectations that might conflict with their goals or work plan. **Tomei** indicated she was not prepared to answer this question.

Councilmember Kappa asked if relocation of the Jefferson Street boat ramp was part of the Riverfront Planning Commission. Tomei responded the timeline needs to be revised because the goal was identified before the Regional Center plans were put into motion.

Councilmember Trotter commented he was not sure at this point in the process if the boat ramp would be gone. He preferred to see the goal broadened to state the Planning Commission would participate in the planing effort of the Riverfront Maser Plan rather than limiting the commission’s interest to the limited area of the boat ramp. He suggested expanding Planning Commission goal #1 and combining it with goal #6.

Tomei agreed there would be no problem with deleting goal #1 and added, at the time the goals were drafted, the commission wanted to know what the possibilities were.

Councilmember Kappa referred to page 13 of the staff report, 1503.2 -- *Revocation of the tree care permit*. He asked if this was administrative or an appeal process to the Planning Commission. **Tomei** replied it was administrative.

Councilmember Kappa referred to page 17 of the staff report, 1506.7 -- *Modified and new streets*. He asked who would apply to make these changes. **Tomei** said the property owners would make the changes.

Councilmember Trotter suggested the timelines be modified to reflect the delays which took place. He recommended establishing a timeline based on where the project is in this calendar year.

Collins asked if the commission and staff could interpret this to mean the goal is acceptable to the City Council. **Councilmember Trotter** and **Councilmember Kappa** agreed. **Councilmember Kappa** indicated he would like a work session on the timelines, since the project planner guide seemed very aggressive. **Tomei** added this was a wish list and may need modification. She indicated she would like to continue through the goals and consider the urban forestry program as time allowed. **Councilmember Trotter** said he did not recommend any changes at this time and agreed the Council should focus on the goals. **Councilmember Kappa** suggested an additional work session.

Councilmember Kappa recommended reference to the expanded city center rather than limiting Planning Commission activities to a mixed-use zone in goal #3.

Councilmember Trotter agreed the Planning Commission had a much broader role in the expanded city center. He suggested that goal #3 read: work toward completion of an expanded city center master plan.

Councilmember Schreiber said it seems these goals were developed before other planning pieces were in place. She suggested the steering committee concept could identify all possible resources and divide the tasks.

Mayor Lomnicki agreed the work should not be narrowed to a specific zone or area. The concept is much broader. He recommended identifying the elements of the expanded city center master plan and then the Planning Commission could do its work.

Tomei said the work would begin with general concepts and move toward more specific elements.

Councilmember Trotter said there will be an implementation or action plan developed for the master plan. The action plan may say the Planning Commission is responsible for developing a mixed-use zone. Other city advisory boards may be responsible for additional portions of the action plan. The steering committee, which is basically everyone now sitting at this table, will establish the parameters of the project.

Councilmember Kappa discussed rezoning of the industrial area in the northern part of the city.

The Planning Commission agreed to modify goal #3 based on Councilmember Trotter's comments.

Councilmember Trotter believed goal #4 was part of goals #3 and #6. These interface with Park and Recreation Commission and Traffic Safety Commission duties.

Tomei explained the Planning Commission wanted to be involved with assuring pedestrian access between Greenspaces in order to follow the citizens' 2015 vision.

Councilmember Kappa agreed the master plan needs to blend with community-wide needs.

Collins said the Planning Commission feels there needs to be an advocate for the trails in the City of Milwaukie.

Mayor Lomnicki asked if the 2015 vision and TSP would provide enough direction to the Planning Commission to work on this goal.

Councilmember Trotter questioned if the Traffic Safety Commission should take the lead role instead of the Planning Commission. He pointed out the TSP will be adopted in about three months, and it will contain a trails/walking system.

Tomei noted, once again, this was prepared before current plans were undertaken.

Councilmember Kappa said he thought there might be some overlapping between the Park and Recreation Commission and the Traffic Safety Commission.

Councilmember Trotter indicated he thought the role was appropriate, however, he was not sure about the title. He felt it was important to work toward development of a master plan for a city-wide pedestrian system with the Planning Commission interfacing with other boards.

Walter said the main objective was to be able to participate in a role that would lend to making decisions. The Planning Commission's role may not always be a lead one.

Linn said the commission felt having this as a goal would keep the pedestrian access system linking with trails and parks from being overlooked.

Mayor Lomnicki said, after the Traffic Safety Commission finishes the school trip safety program, the Planning Commission will need to put it all together.

Councilmember Schreiber said she would like to see the Planning Commission take some overarching responsibility for tying the revisions together in the Comprehensive Plan.

Councilmember Trotter said a large percentage of decisions have at least an element of land use. The Comprehensive Plan is the governing document for

land use decisions, so it is important that staff is aware of the link. Some items may need to be routed to the Planning Commission for a Comprehensive Plan check and comment.

Collins indicated this was exactly what was discussed at the Park and Recreation Commission meeting.

Councilmember Trotter said preparing necessary legislation is one of the responsibilities designated in the Planning Commission ordinance.

Councilmember Schreiber commented this type of sharing and crossing over of responsibilities is a new way for the City of Milwaukie to operate. Council has talked about planning to the edge of the urban growth boundary, and now it is becoming a reality.

Councilmember Kappa added it is important for advisory boards to work together in the regional framework.

Councilmember Trotter discussed what he thought was a very specific role for the Planning Commission in the Town Center planning process.

Smith agreed, and he pointed out there were a number of subcommittees upon which the City of Milwaukie does not have representation.

Councilmember Trotter said he would like the Planning Commission to talk about undertaking the subcommittee tasks. He felt the Planning Commissioners had the necessary background in land use planning.

Collins commented the Happy Valley Councilors believe the subcommittees are important enough to appoint themselves.

Mayor Lomnicki said he did not believe the City Council could make the time commitment right now, but he agreed the City needed representation.

Collins said she understood the program elements to be to consider expanding tasks to include planning activities within the urban growth boundary and to determine a more precise method of monitoring Comprehensive Plan changes.

Councilmember Kappa suggested sending neighborhood association members to these subcommittees.

Mayor Lomnicki said association members would represent their own neighborhood interests. We need to encourage both the point of view of the adjacent neighborhood and the city-wide big picture view.

Councilmember Kappa asked if association members could be used as city representatives. **Councilmember Schreiber** responded it would be difficult to ask someone to represent the city if they do not have the background. **Collins** added association members do not have the background that the City Council and Planning Commission do.

Mayor Lomnicki said he did not think participation by association members depended upon Council appointment. If neighborhoods feel they should participate, they are free to decide whom to send to the meetings. When the City of Milwaukie is asked to participate, then the City Council appoints someone.

Councilmember Kappa asked why the City Council and Planning Commission have not gone into the neighborhoods outside the city. We talk about expansion, yet we do not go outside our borders. **Councilmember Trotter** said he felt the city was getting to that point.

Mayor Lomnicki questioned if it was appropriate, since the city is just beginning to develop its own neighborhoods, to extend beyond the current city limits.

Councilmember Trotter recommended the Planning Commission look at its list of activities to see if members could participate in the Town Center Plan subcommittees.

Councilmember Farley discussed goal #5 and asked what was going to be done about signs on phone poles. **Collins** said Public Works removes signs from utility poles but does not levy fines.

Goal #6 was discussed earlier.

Councilmember Trotter proposed a Planning Commission goal of reviewing the neighborhood element of the Comprehensive Plan based on input from the Neighborhood Strategic Planning session this month. The neighborhood goals in the Comprehensive Plan are antiquated, and he felt this would express the city's interest in citizen input. He felt this should be undertaken before the periodic review began.

Linn expressed concern about the timing since the neighborhoods are just beginning to work together. She agreed to a preliminary review but advised against taking any drastic actions.

Councilmember Trotter felt the Comprehensive Plan revisions should be made before periodic review takes place.

Walter recommended accepting it as a goal and carrying it over into the next year for completion.

Linn wanted to make sure the Planning Commission had sufficient time to study the Comprehensive Plan and not have to make quick judgments.

Collins distributed the Milwaukie Urban Forestry Commission background material.

Mayor Lomnicki adjourned the work session at 6:45 p.m.

Pat DuVal, City Recorder